

WHY A TEAM?

You probably know of a house specially designed and built for a couple - a team of two. They lived together, reportedly happily, for years and years prior to launching this undertaking. You'd think they'd have known right off what spaces they needed, what features were really important, what would be nice to have if they could afford it, and how much they could spend. Bad assumption.

It took them months of discussions and negotiations to work out the details, at least the facets they knew to address. The couple employed an architect, a builder and a banker to help figure out what they could afford to build and how to get the most for their money. Even with this help, they went over budget and had to do without some things they really wanted.

Increase the complexity of the above scenario one hundredfold and you begin to get a glimpse of what's involved in building a detention facility. Jail and juvenile hall projects encompass many more people with vested interests, more people controlling the purse strings, many more needs and wants, some conflicting; far more details, and, unavoidably, a much more difficult challenge in reaching a consensus. Not everyone wins everything - some parts don't get built, don't function right, or cost too much.

Participate Or Get Stuck!

Without formally establishing your team and defining members responsibilities, decisions will be made by default. This will cost you money and may produce a lemon when you wanted a lime.

If one partner of the couple building the house had relented, saying to the other "OK you make all of the decisions," the house would have been built faster. But once it was completed, the other partner might wonder why the kitchen is so small; why the bathroom tile is chartreuse; why the table saw won't fit in the workshop, why they both have to moonlight to pay for it all.

Again, all the above is magnified a hundred-fold on detention projects, particularly when a county doesn't "get its act together."

Just whose act is it? Obviously the sheriff/chief probation officer runs and is responsible for the detention facility. But they can't finance it and may not have the expertise to determine what size it should be.

The Board of Supervisors and the Chief Executive Officer allocate the monies, but they don't know exactly what's needed, what it will cost, or how it will function. They haven't worked in that environment daily or stayed current on detention facility costs.

Others get into the act too - the Public Works Department maintains county properties, the county architect reviews county plans, and the detention staff practically live in the county facilities. The county Planning Department promises the community efficient organization, the Board of Corrections answers to the taxpayers for the responsible spending of their money and consultants offer state-of-the-art expertise in very specialized fields.

The Whole Is Better...

The act, then, involves all of them. Why? Because all of the complexities in planning, building, operating, and funding a jail demand multi-disciplinary expertise to do the job right. One facility must satisfy myriad goals, values, needs, and wants. These goals, values, needs and wants must be clearly identified and evaluated to find the best, most cost efficient ways to meet all the critical ones and most of the less critical.

No single person knows about all current and future needs; the county's philosophies, the county's priorities; detention operations; local, state and national codes and standards; construction costs; operational costs; the county's revenue and budget, and the special needs and programs for general population inmates, the mentally ill, and public inebriates. Nor is one person responsible for all of this.

RECIPE: Build A Better Detention Facility

INGREDIENTS

1 Board of Supervisors	1 Board of Corrections
1 County Executive	1 "Know-It-All"
1 Sheriff/Chief Probation Officer	1 Project Manager
Consultants	Other County Staff
(according to taste)	

Mix all ingredients together in a moderately warm conference room. Raise heated arguments to boiling point and then simmer for 6 months. Remove the Know-It-All and add clear roles, goals and objectives. In a few months, facility should be on the rise.

too many compromises or take six months to agree on a

recipe. So - your team must have all the right experts, but not too many of them.

How many is too many? Each county must decide this independently. Problems inherent to group undertakings, such as difficulty in making recommendations and decisions, can be diminished, if not eliminated, by clarifying roles and decision-making processes. These topics are addressed in the following two sections.

WHO SHOULD BE ON YOUR TEAM?



Four or five groups play major roles in developing a the detention facility a county needs and can afford. These groups include people who study issues and make recommendations, those who make decisions, and those who take action to implement decisions.

The **Board of Supervisors** makes decisions on recommendations presented by the **Project Team**. The Project Team is the working body of representatives from all county departments that will be impacted by the new facility. In part the Project Team's recommendations are based on data, analysis, and recommendations from their staff and **Consultants** in the areas of corrections/detention, planning, design, construction, value engineering, and program and construction management. The **BOC** is charged by the Legislature with reviewing documents and plans for compliance with standards, codes and regulations.

The Board Of Supervisors



The Board of Supervisors makes decisions. Its members are in charge of the Team, although they appoint an In-house Project Manager (described later in this chapter) to run the project on a day-to-day basis. The Board also appoints the members of the Detention Advisory Committee and hires consultants. The Board's decisions must take into account county priorities and fiscal commitments, as well as general operational philosophies and policies. The Board approves the size, mission, scope, and budget of construction and renovation projects. When projects are over budget, the Board shares the public heat and must find and approve solutions.

The Project Team



The Project Team, which makes recommendations to the Board of Supervision, gathers and analyzes Information regarding how the facility must perform and how to keep the project within budget. The Team formulates recommendations and presents them to the Board. Although the Team receives substantial input from other county administrators, staff and various consultants,

it bears a tremendous responsibility for reaching consensus on:

- The mission, goals, objectives, and philosophy of the corrections/detention system.
- How many beds are needed overall and by type (including those for public inebriates, the mentally ill, medical, and medical isolation).
- Inmate programs and services.
- Relationships and roles of new and existing detention facility(ies), and the courthouse.
- Site(s).
- Operational methodologies (e.g., direct or indirect supervision).
- The image of the building.
- The project budget, including available State, county, or federal funding.
- Transition and activation.
- Recommendations of consultants to assist them in the process.

Can the ideal facility for your county, as defined in the first seven items above, be built for the proposed project budget? If not, the Team is charged with finding out how the vital and most important needs, wants, and goals can be satisfied within the available budget.

Who Should Be On Your Project Team?



To represent all bodies that directly impact both what is needed and what can be spent, the Team should include:

In-House Project Manager to represent the Board of Supervisors and to run the project daily on behalf of the county. For most projects, the duties demand a full-time manager. The best choice is an individual who is perceived as neutral and who has a good understanding of the county's policy and decision-making process, someone who can move the project forward. The Project Manager may be selected from the other Project Team members listed below. The Board must have confidence in this person and give him/her decision-making authority on routine issues.

This person also needs the respect and full cooperation of the sheriff/chief probation officer and jail administration/hall superintendent.

County Executive Officer/County Manager or his/her representative (such as a seasoned administrative analyst). This person must be able to speak for and with the Board of Supervisors.

County Sheriff/Chief Probation Officer and/or Jail Commander/Superintendent or representative(s) of the entire Sheriff's/Probation Department and jail/hall administration.

County architect or engineer familiar with applicable codes, regulations, and physical condition of existing jail(s).

Transition Team Coordinator/Manager who may be one of the above. (Refer to discussion of Transition Team later in this section.)

In addition to those people listed above, your county may want to include as Project Team members or as available resources one or more of the following:

Child Supervision Staff/Correctional Officer/Deputy/Line Staff representing the detention facility staff.

Board of Supervisors member who is interested in and/or has expertise in jails/juvenile hall, planning, financing, or construction.

County Planner(s) familiar with population projections, facility planning and development, and the county's facility and site-related plans for all departments.

Public Representative to reflect the county "pulse" regarding what the detention facility should do and be.

Consultant, such as a justice or facility planner, value engineer, or architect, the roles of whom are discussed in more detail later.

Local Fire Marshal to ensure compliance with fire and life safety codes (or your county can submit drawings for his review).

County person charged with monitoring compliance with **handicapped (ADA)** accessibility requirements.

Judge/Court Administrator and/or representatives of other justice departments, such as the public defender and district attorney offices or the city police department.

County Counsel or Private Attorney to ensure that the project's approach and the resulting building meet all legal requirements.

County Health Department Representative to ensure that your project complies with all local health codes.

Local Building Official to ensure you'll be able to get all of the permits necessary to build the project.

The structure of the successful project team is not etched in stone. You have many alternatives - the important point is that you approach the project with a structure.

For instance, a county may want to form a two-tiered Project Team made up of workers and reviewers/recommenders. The workers gather and analyze information. The reviewers/ recommenders are then briefed and formulate recommendations for the Board of Supervisors. The reviewers/recommenders should be administrators, such as the sheriff. The workers should be the administrators' staff, such as the deputy sheriff responsible for department planning.

Two-tiered teams may work better for medium and large-sized counties. Small counties may prefer a single committee. Another option is to establish subcommittees.

Team Requisites

If the project is to succeed, each and every member of the team must:

- Know his/her role and responsibilities. On a two-tiered committee, each must know his/her tier and act accordingly.
- Be committed to the general goals of getting what the county needs within its budget.
- Devote the time required to sort through information (depending on your county's use of consultants, this may include collecting and coding data); to debate and reach consensus on goals, objectives, and philosophies, and, most important in relation to this Handbook, to develop, review, analyze, and reach agreement on myriad alternatives. Alternatives will be both macro-scale, such as adding onto an existing

facility versus building a branch jail/hall, and micro-scale, such as using a less expensive and less secure cell locking system to keep the project within budget.

- Be assertive and speak up, even in the face of opposition, to truly represent his or her area of knowledge and point of view, without being aggressive, antagonistic, or domineering. All team members have the same freedom to express their opinions.
- Have a flexible enough schedule to be able to participate in meetings at various times of the day and week.

Jail Transition Team



In addition to the project team, it is critical that your county establish a Transition Team. Other counties have learned that the earlier the transition team is formed, the better. A transition team helps ensure that the right staff will be hired in time and that existing and new staff will receive adequate training with regard to new equipment, systems, layouts, procedures and programs. The transition team should include, at a minimum, the facility administrator and members of the facility staff.

The Board Of Corrections



The California Board of Corrections, provider of this Handbook, is both a regulatory body and an excellent resource for state-of-the-art operations and design techniques, alternative financing methods, inmate programming and classification and state detention facility requirements. The BOC also can refer you to others in the State who've worked on similar projects.

In controlling the cost of your project while meeting your county's needs, the BOCs role will include:

- Provision of minimum jail/juvenile standards. (Titles 15 and 24, CCR).
- Provision of maximum State funding levels.



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- Advising, if desired, on everything from small details such as types of lighting to broad operational concepts.
- Reviewing and approving (before disbursement of funds):

Architectural plans.

Compliance with specified funding policies. Contact BOC Field Representative for precontractual requirements.

CONSULTANTS



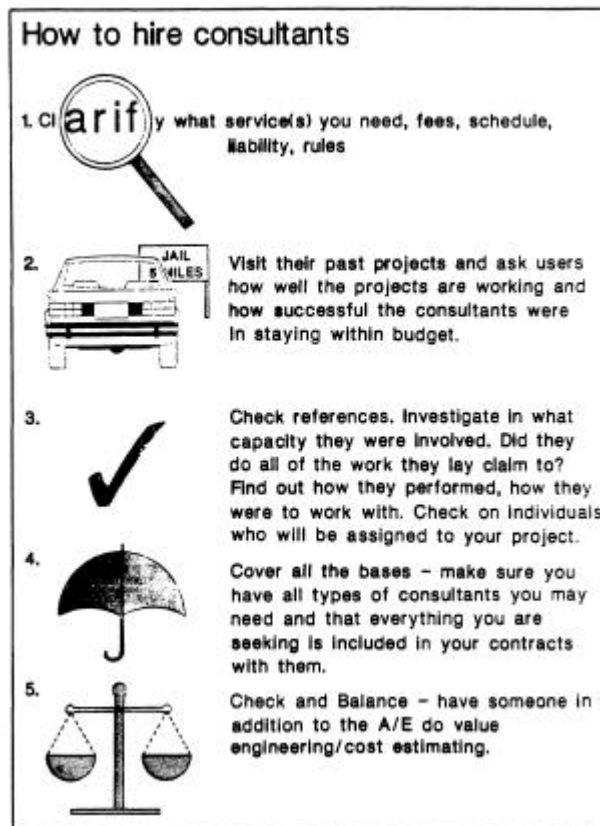
To supplement your in-house expertise, several types of consultants are a must. Several others may prove valuable in order to get your detention facility built within your budget. Although you may wonder where all of the money to pay these consultants will come from, **proper use of the right consultants will more than pay for your investment.**



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The types of consultants you may wish to engage range from planners to program managers. All the consultant expertise you require may be provided by a single firm or by a number of different firms. The roles they may play in your construction project are explained below.

It is essential that you establish a plan at the beginning of your project which outlines which consultants will provide the required expertise needed and when you will need them. Allow yourself enough time to properly solicit proposals, interview those firms which seem appropriate, check references, and process contracts. If you do not allow for the months this process often requires, you may end up with less than what you need or want.



Cost Analyst

The only way to know the cost impact of decisions being made is to have someone on-board as cost analyst as early in the process as possible. This service may be part of program management or construction management services. The key is to initiate the process with this person designated and in place. The cost analyst should have experience in the type of facility you are building, not simply construction. Correctional facilities involve many specialty items and nuances.

Involving the cost analyst in the process is crucial. Too often counties rely on an architect to handle this role. This person probably doesn't have knowledge of alternative ways to achieve your goals. Even if the architect has the knowledge, a cost analyst will evaluate assumptions from a strict cost-benefit standpoint and will provide a check and balance to help ensure that the cost is within budget.

A true cost analyst should not simply provide estimates for what has been designed. This person should actively participate in the process, possibly doubling as the value engineer.

In hiring a cost analyst, consider what kind of support team the individual has access to. Many estimators or cost analysts do not have individual expertise in all disciplines such as civil engineering or electrical and mechanical systems.

Planners And Programmers



As emphasized throughout this Handbook, the best and least painful way to fulfill your county's facility-related needs and wants and stay within your budget is through thorough planning. Planners may be part of a construction/program management firm, a planning/architectural programming firm or an architectural firm. They develop needs assessment studies, systemwide long-term master plans, project planning guides, and architectural and operational programs. Environmental planners research and write EIRs.

Planners provide objective analyses, alternatives and recommendations as to cost-effective ways of accommodating your detention population. They also may be able to help you reduce your need for detention beds by recommending appropriate uses of alternative pre-sentence and sentencing programs.

Planners do not work in a vacuum. Rather, their expertise is in knowing what resources to tap, including members of your project team, and having knowledge of state-of-the-art alternatives. Their function is to provide information on alternatives so you can make informed decisions.

When hiring planning and programming consultants, make sure that the firm and its people who will be working on your project are trained and experienced in the particular service they will be providing. **Many firms claim they are "full service" and provide planning and programming services, but do not really have staff who are trained as planners or programmers or who have much expertise or experience.**

Correctional Consultant



If the planners or architects that you are contracting with do not have expertise in detention operations, you may wish to contract with a correctional consultant. A correctional consultant will supplement and complement your county's experience and knowledge regarding operational issues.

Your county will be faced with numerous decisions regarding types of surveillance and security systems, food service systems, staffing patterns, and so forth. A seasoned correctional consultant with a different set of experiences than may be available in your county can help you make the right decisions. This may help control both initial and operational costs.

Architects And Engineers



After you have clearly defined your project through needs assessment study, master plan, project statement and operational/architectural program, it's time to bring the architecture and engineering (A/E) firm onboard. This is the latest point the A/E should be added. You may want to involve the A/E during programming, especially if the firm is equipped to do the programming.

The A/E's objective is to meet all the needs, desires, and criteria stipulated in the architectural program by designing a building that is within your budget. The ideal A/E firm provides expertise in detention design and engineering, cost estimating and budgeting, and alternative analysis/value engineering. The A/E, however, should not be your sole value engineering resource in the design due to "pride of ownership."

Value Engineers



If your county's other consulting firm(s) does not have value engineering expertise, you may wish to use a value engineer consultant. Value engineering is one of those specialties which everyone claims to offer, but "seeing is believing." The value engineer, either as a specialty firm or as part of a multidisciplinary firm, carefully reviews design as well as written documents (e.g., specifications) and drawings to look for the most cost-efficient means of meeting the same objectives.

Establish a process for approving and implementing this person's ideas. The major ideas should be presented to the Advisory Committee for consideration. If given the green light, the ideas should be presented to the decision-making body, the Board of Supervisors, to determine whether they should be implemented.

PUTTING THE TEAM TO WORK



Okay - now that you have figured out who you need on your team, how do you get them to work together?

Organize. With this Handbook as a guide, determine what needs to happen throughout the facility development process and how it will happen.

Clarify Roles. As early as possible, form your Advisory Committee and determine who will be involved in the first steps planning (both in-house and consultants). All the way through your project, stay a step ahead in determining what needs to happen and who will make it happen.

Recognize the Decision-Makers and the Decision-Making Process. The Advisory Committee needs to be cognizant of its relationship with the Board of Supervisors. The committee recommends and the board approves repeatedly throughout the life of the project.

Select an In-House Project Manager. This person will be the county's focal point. The manager will chair the Project Team and interface with consultants, the Board of Supervisors and the Board of Corrections. For most projects this position requires a full-time person, preferably with strong management skills and familiarity with planning, design, and construction. **Choose someone capable of making day-to-day decisions, and give this person decision-making authority.**

Make Assignments. Your Advisory Committee will have a lot of work to do. Avoid inaction or passing the buck by letting each person know what is expected of him or her, task by task.

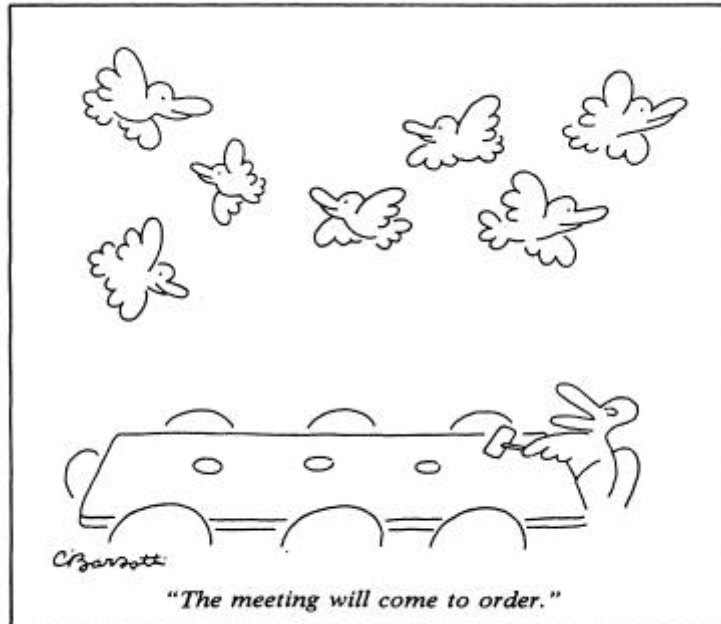
Stay on Schedule. Cost containment procedures need to stay in step with the whole process from needs



assessment to facility activation. The old cliché rings true: Time is Money. You don't want to add to the cost by looking too long at ways to contain costs.

Encourage Creativity/Brainstorming. When exploring ways to meet your needs and your budget, encourage team members and others to offer ideas regardless of how outrageous or humorous they may sound at first. Don't criticize or make fun of one another, this stifles creative brainstorming. What first appears as a crazy idea may save your county millions of dollars without forsaking safety and security.

Define Goals. Needs and Wants. Before costs can be estimated, your advisory committee must agree about overall goals, needs, and wants. These goals, needs and wants need to be interpreted into an idea of building type and size.



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Follow Procedures for Cost Containment. The essence of containing costs throughout the facility development process is described in detail in Section III. Your team must follow these steps. **Once cost control is lost, it is extremely difficult to regain.**